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Report on the NEWARK GENERAL PLAN

1958

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[Newark City planning commission]
City planning Newark

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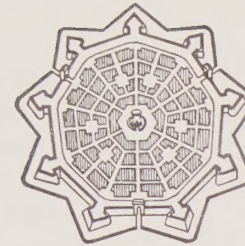
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641 MISSION STREET SAN FRANCISCO, CALIFORNIA TELEPHONE YUKON 6-5561

April 22, 1958

City Planning Commission
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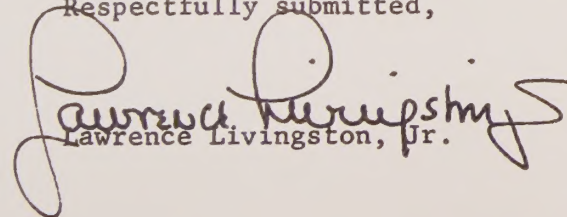
Gentlemen:

This report presents the Newark General Plan in the form approved for publication by the City Planning Commission. It also includes a description of the Plan and the findings, policies and standards on which it is based.

The General Plan will not be an official policy statement on the future physical development of the City until public hearings have been held and the Plan has been formally adopted by the City Planning Commission and City Council. We urge that an intensive effort be made to acquaint the community with the proposals of the Plan, so that it may be put to work as soon as possible. However, the Plan should be adopted only after the Commission and Council are satisfied that it represents as nearly as possible the consensus of Newark's citizens.

During our work we have been impressed with the strong community spirit of the citizens and public officials of Newark. It has been a pleasure working with you, and we wish you success in your efforts to develop and improve Newark as a residential and industrial community.

Respectfully submitted,


Lawrence Livingston, Jr.

LL/ds

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BACKGROUND

The City of Newark was incorporated in September 1955 with an area of 6.83 square miles, or about three-fourths the land area of Berkeley. Although the present population of 7,000 represents a 350 per cent increase since 1950, only 15 per cent of the city's land area is in urban use. Nearly all of the open land is flat and well drained; so full development can be expected as the urban tide moves southward from Oakland and Hayward. In January 1956, an area of 97 square miles surrounding Newark was incorporated as the City of Fremont. A 1.6 square mile island of unincorporated territory adjoins Newark on the southeast and is included in the Newark planning area.

Newark has a long history as an industrial center. In "Two Years Before the Mast" Richard Henry Dana describes the loading of hides and tallow at Jarvis Landing in 1835. Salt processing, still the city's largest industry, was first established in 1852. The gridiron street pattern was laid out in 1876, and two years later the new town became a railroad junction. The first bridge across San Francisco Bay was the rail crossing south of Newark opened in 1909. In 1926 Dumbarton Bridge was completed. Although salt-related industries located in Newark, population growth was slow until the 1950's. The city's recent growth is the result of its advantages as a location for industry as well as the increasing scarcity of sites for both homes and plants near metropolitan centers of the Bay Region.

Operating under the city manager form of government, the new City gradually has taken over services performed by the County and has added municipal services. After incorporation, the Alameda County zoning and subdivision ordinances were adopted by the City until a General Plan could be prepared and the need for ordinance revision determined.

Preparation of the General Plan was started in May 1957, financed in part by a federal urban planning assistance grant administered by the California State Local Planning Office. A full-time City Planning Director was appointed in mid-1957.

In order to ensure that the General Plan would represent the views of a broad cross-section of the community, the City Council appointed a 54 member Citizens Advisory Planning Committee at the beginning of the General Plan program. The Committee divided itself into sub-committees on civic development, agriculture, commercial and residential development, industrial development, and parks, recreation and schools. Six general meetings and many sub-committee meetings were held. The Committee considered a list of policy questions prepared by the Planning Consultant and reports of earlier Newark citizen planning groups. The general assignment was to answer the question, "What should Newark be like 25 years from now?" Nearly all of the policies recommended in the Committee's final report are embodied in the General Plan as approved for publication by the City Planning Commission.

What is a General Plan?

A majority of the matters on the City Council agenda concern physical development policy. The Council must determine how each parcel of real property may be used, when and where to buy and sell public facilities sites, build buildings and improve streets and parks, and what standards are to be required for subdivisions. Councils have appointed citizen planning commissions to assist in this tremendous task by advising on all issues affecting the physical development of the community. Experience has shown that this job can be done properly only by the preparation, adoption and maintenance of a long-range, comprehensive General Plan.

The California State Planning Law states that "Each commission or planning department shall prepare and the commission shall adopt a comprehensive, long-term general plan for the physical development of the city, county, area or region.... The master or general plan shall consist of a map and a statement covering objectives, principles, and standards used to develop

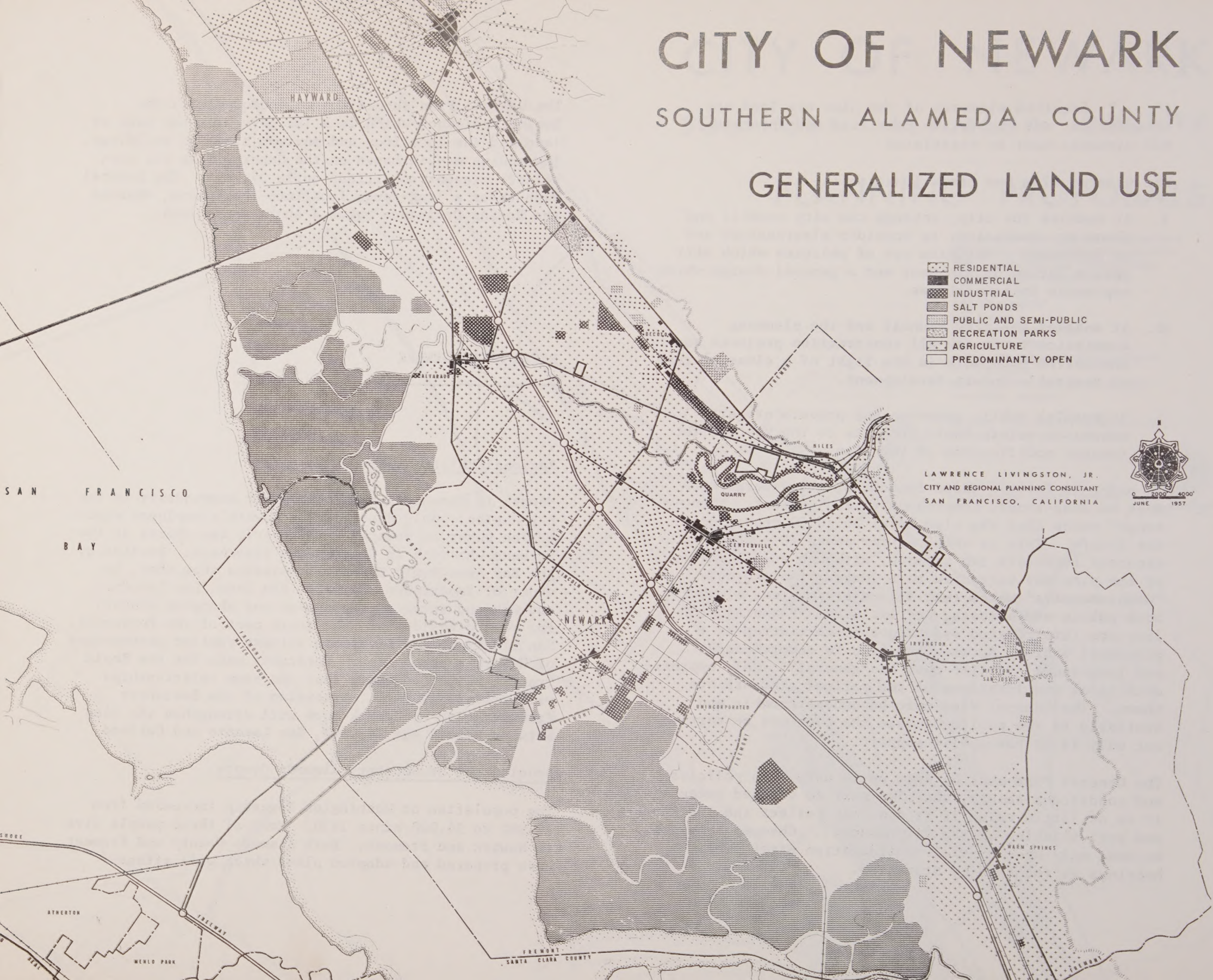
CITY OF NEWARK

SOUTHERN ALAMEDA COUNTY

GENERALIZED LAND USE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- SALT PONDS
- PUBLIC AND SEMI-PUBLIC
- RECREATION PARKS
- AGRICULTURE
- PREDOMINANTLY OPEN

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it...." Required elements of the plan are land use, circulation, and population densities and forecasts. All elements must be correlated.

The General Plan has three functions:

1. It enables the city, through the city council and planning commission, to consider alternatives and to determine a definite set of policies which will govern future development and a general design which expresses these policies.
2. It enables the city council and the planning commission to review all construction projects and annexation proposals in the light of a clear picture of desirable future development.
3. It enables public agencies and private property owners to relate their projects to the plan or to request modification of the plan.

In order to fulfill these functions, the General Plan must be long-range, comprehensive and general. "Long-range" means that the plan looks 20 to 30 years into the future. This is about as far ahead as reasonably accurate forecasts can be made, although some elements of the plan may be geared to a longer time schedule. "Comprehensive" means that all major physical elements, both public and private, are included. Planning problems are interrelated and cannot be considered on a piecemeal basis. Because the plan is comprehensive and long-range, it also must be "general". Only approximate sizes and locations of the various elements are shown. The General Plan must be understandable and available to the public because the plan can be carried out only if it has public support.

The General Plan must be kept up to date. As policies and conditions change, the plan must be changed because it is of little value if it does not reflect the latest and best thinking of the City Council. Changes should be made only upon careful consideration after public hearings as required by State law.

The General Plan should not be confused with the Zoning Ordinance which is a law governing the uses of land and the locations and maximum sizes of buildings. The zoning map is based on the General Plan but must reflect present conditions quite closely. The General Plan takes a long-range look into the future, whereas the Zoning Ordinance takes a short-range look.

FACTS ABOUT NEWARK

Regional Relationships

Newark is closely linked with other communities in the Bay Region. Only one-fifth of Newark's employed population works in Newark, while nearly two-thirds of the persons who work in Newark live elsewhere. Studies by the Bay Area Rapid Transit Commission show that, in order of importance, Hayward, San Jose, San Leandro, and Oakland serve as employment and shopping centers for Newark residents. The south part of the Peninsula, San Francisco and Livermore attract smaller percentages of Newark's population. Forecasts made for the Rapid Transit Survey indicate that the same relationships will prevail in 1970. Extension of the Eastshore Freeway south to Newark soon will strengthen the ties between Newark and Hayward, San Leandro and Oakland.

Development of Southern Alameda County

The population of Washington Township increased from 17,000 to 34,000 since 1950. Most of these people live in Newark and Fremont. Both Alameda County and Fremont have prepared and adopted plans which will affect

CITY OF NEWARK

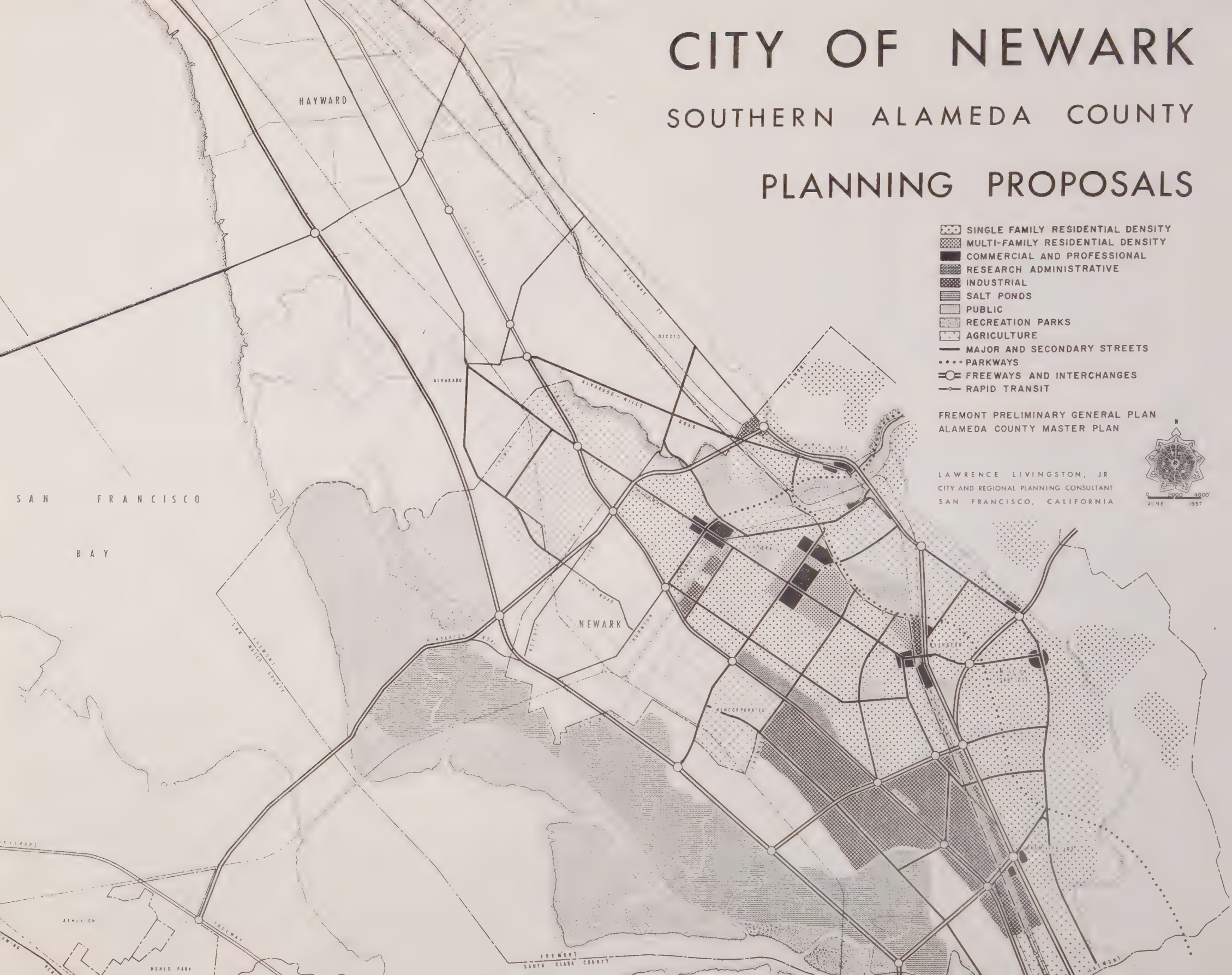
SOUTHERN ALAMEDA COUNTY

PLANNING PROPOSALS

-  SINGLE FAMILY RESIDENTIAL DENSITY
-  MULTI-FAMILY RESIDENTIAL DENSITY
-  COMMERCIAL AND PROFESSIONAL
-  RESEARCH ADMINISTRATIVE
-  INDUSTRIAL
-  SALT PONDS
-  PUBLIC
-  RECREATION PARKS
-  AGRICULTURE
-  MAJOR AND SECONDARY STREETS
-  PARKWAYS
-  FREEWAYS AND INTERCHANGES
-  RAPID TRANSIT

FREMONT PRELIMINARY GENERAL PLAN
ALAMEDA COUNTY MASTER PLAN

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Newark. The Alameda County Master Plan proposes major recreation areas along the shore of the Bay and in the Coyote Hills. The unincorporated island adjacent to Newark is shown in agricultural use. The Fremont General Plan makes no proposals for these areas. A 170 acre central business district located at Santos Avenue and the Centerville-Irvington Road and a 2,900 acre industrial district southeast of Newark are proposed. The 1980 Fremont population forecast is 160,000. Both the Alameda County and Fremont plans propose a freeway parallel to the Eastshore Freeway along the southwest edge of Newark and a freeway connecting the Dumbarton Bridge with the Eastshore Freeway near Jarvis Avenue. The State Division of Highways currently is holding public hearings on alternate freeway routes.

Population

A special census taken in May 1957 counted 6,948 persons in Newark. The 1950 population was 1,532. The average number of persons per occupied dwelling unit is 3.75, although it ranges as high as 4.4 in the newer subdivisions. Predominant age groups are children under 10 and adults between 25 and 35. There also are many children in the 10-15 group and adults between 35 and 40 years. Newark can be characterized as a community of young families with two or more children.

Residential Development

Three-quarters of Newark's 1,853 dwelling units were built since 1950. The post-war housing boom didn't hit Newark until 1953, but by mid-1957 there were 15 new subdivisions containing 930 lots. Nearly all new lots were 5,000 square feet until the required minimum size was raised to 6,000 square feet at the beginning of 1956. Almost 500 dwelling units have been built since 1950 on lots in the original Newark subdivision of 1876, and there still is a vast supply of vacant lots left from the last century, many of them fronting on nonexistent streets. There are only 88 multi-family dwellings in the City. No section of the community can be characterized as "blighted", although mixed land uses threaten the stability of the

neighborhood southwest of the Southern Pacific Railroad's Oakland-Santa Clara Line. Several small industries and commercial establishments are located there among single family and multi-family dwellings.

Commercial Development

The two existing shopping districts each have about 32,000 square feet of retail floor area -- enough to serve 1,800 families. In the older district on Thornton Avenue the largest stores are a 7,000 square foot home furnishings store and a 6,000 square foot market. This district is handicapped by small blocks, through traffic interference and a subdivision pattern which leaves few potential sites for large stores. Parking does not appear to be a problem at present, although only two store buildings have adequate off-street parking areas. The appearance of the Thornton Avenue district is bleak and unattractive.

The Lewis Shopping Center at Lincoln Road and Mayhew's Landing Road recently was completed and is conveniently located for a majority of Newark's 1,400 "new" families. Largest stores in the Lewis Center are a 10,000 square foot supermarket and a 7,500 square foot variety store. Sales volume appears to be higher than in the Thornton Avenue district, although no figures are available. Two hundred eighty parking spaces are provided on the five acre site. But the Lewis Center is far from a model of modern shopping center design. The buildings lack unity and signs are not effectively regulated. More landscaping is needed to eliminate the barren, windswept appearance.

A third site of 10 acres on the east side of Thornton Avenue south of Cedar Road has been zoned to permit commercial development. The owner proposes to build a shopping center larger than either of the two existing centers.

Analysis of retail sales as reported by the State Board of Equalization indicates that in 1957 only 37.6 per cent of the purchases by Newark residents were made in Newark. Even food sales, which usually are made near home, equalled only 53.3 per cent of the total amount estimated to have been spent. Newark sales were only

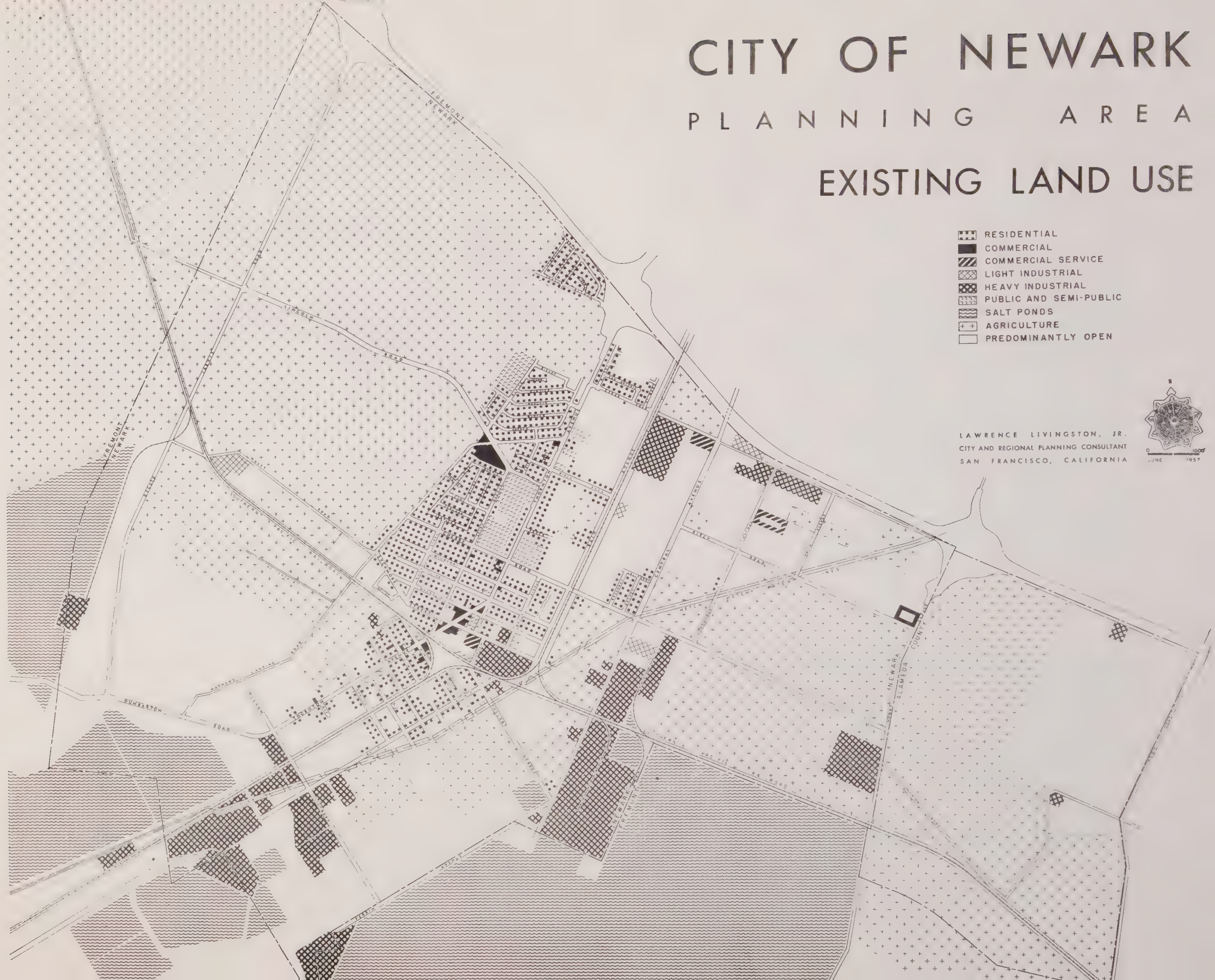
CITY OF NEWARK

PLANNING AREA

EXISTING LAND USE

-  RESIDENTIAL
-  COMMERCIAL
-  COMMERCIAL SERVICE
-  LIGHT INDUSTRIAL
-  HEAVY INDUSTRIAL
-  PUBLIC AND SEMI-PUBLIC
-  SALT PONDS
-  AGRICULTURE
-  PREDOMINANTLY OPEN

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75 per cent of the amount necessary to support the existing retail floor space, according to minimum sales volume standards recommended by real estate authorities. As population grows Newark can expect to draw about 90 per cent of the convenience goods sales (food, drugs, gasoline, etc.) and 50 per cent of the shopping goods sales (furniture, apparel, etc.) made to Newark residents if attractive shopping areas are available.

Industrial Development

Newark now has 22 industrial plants employing a total of 1,260 persons and ranging in size from 2 to 337 employees. Employment density is low, averaging 4.3 employees per acre of industrial site and 7.8 employees per acre actually developed for industrial use. While several of the larger plants have been in Newark for many years, most industries have come to Newark since 1950. Most of the newer plants are on sites of 10 to 60 acres. Salt extraction and related chemical industries predominate. Nearly all industry is classified as "heavy" and several plants emit smoke, dust, noise or odor which carries beyond the boundary of the site. The reasons given by most industries for locating in Newark are its central location, inexpensive land, expansion opportunities and availability of labor.

Street System

Traffic counts made by the Newark Police Department indicate that Thornton Avenue soon will become congested between 4:30 and 5:30 P.M. Completion of the Eastshore Freeway probably will divert some traffic now using Central Avenue to Thornton Avenue because the interchange is located there. All other streets have adequate capacity to handle present traffic volumes.

Transit

The regional rapid transit plan prepared in 1955 for the Bay Area Rapid Transit Commission proposes immediate construction of a grade separated rail line linking the Hayward-Decoto area with Oakland and San Francisco. By 1970 the line is to be extended to Centerville and San Jose. A rapid transit connection of Centerville and Palo Alto via Newark is proposed to be built by 1990.

Community Facilities

Schools

Although the Newark Elementary School District is much larger than the City, it does not include all of the City. At present nearly all of the population is in both the City and the District. The District now operates three schools, two of which are new. Existing school capacities are indicated in the table below:

EXISTING FACILITIES - NEWARK ELEMENTARY SCHOOL DISTRICT - Spring 1957

School	Area	Enrollment	Classrooms	Capacity	Site Additions	Ultimate Capacity
F. A. Muller (Grades K-6)	7.5 acres	588	15	560	None proposed	560
Musick (Grades K-6)	8.3 acres	422	12	524	2.6 acres (1957)	684
M. D. Silva (Grades K-8)	11.7 acres	582	20	655	None proposed	655
				1,739		1,899

Total enrollment in the Spring of 1957 was 1,592 students or .86 students per dwelling unit in kindergarten through the eighth grade. Enrollment is largest in the lower grades, indicating that the peak load has not yet been reached. If classes continue at the same size as the present kindergarten, K-8 enrollment will climb to 1.17 children per dwelling unit.

Washington Union High School District includes all of Fremont and Newark plus Alvarado and Decoto. Washington High School in Centerville now has an enrollment of 2,500. A second school will be built in Decoto, and the third will be on a district-owned site on Cook's Road in Irvington. The fourth high school would be in Newark. Newark will have at least 700 students, enough for an efficient high school, by 1960. Many Newark citizens believe that a Newark unified school district should be formed and a high school built as soon as possible.

Recreation

When the City was incorporated, the boundaries of the Newark Recreation District, established in 1952, were changed to eliminate area outside the City and recreation became a City function. The Recreation Department operates a youth center, consisting of a converted house and some playground equipment on a 15,000 square foot lot on Ash Street, and a community center in a store building on Sycamore Street at Dairy Avenue. Year-round recreation programs are conducted on the school sites. Newark does not own any park land.

Public Buildings

Newark city offices, police department and council chamber occupy rented space in a former store building. The fire station is located on Thornton Avenue southwest of the Southern Pacific Oakland-Santa Clara Line.

Agriculture

Fertile agricultural soils (Storie rating 80-100) cover more than half of Newark's undeveloped land. Most of this area is devoted to truck crops, field crops and dairying. It has no unique features which would make preservation of farm land a matter of public interest for its agricultural value alone. A person going into

business as a truck farmer could pay only one-tenth to one-eighth the price at which land is being sold for residential or industrial use.

Physical Factors

Newark lies between five and thirty feet above sea level. Two-thirds of the area south of Haley Road and west of Mayhew's Landing Road is below the ten foot contour and would have to be filled to at least nine feet if it were to be developed for residential use. Within the planning area eight drainage channels are proposed by the Alameda County Flood Control District. The storms of December 1955 flooded land along Jarvis Avenue from Dumbarton Road to the Eastshore Freeway right-of-way and along Mayhew's Landing Road southwest of the Southern Pacific tracks.

The only marshy area within the city lies south of Dumbarton Road. Elsewhere soil bearing capacity is relatively good, considering the low elevations. Most industrial plants have found piles necessary only under heavy equipment.

Newark is in the path of the northwest breeze which blows across the south Bay plain. The wind is said to be stronger in the western part of the city than elsewhere.

Utilities

Newark's water is supplied by the Alameda County Water District which includes most of Washington Township. Wells are the principal source. A 1955 engineering report prepared for the District recommended reduction of the draft of ground water to avoid salt infiltration. Additional water could be obtained under an existing agreement from San Francisco's Hetch-Hetchy aqueduct which traverses Newark.

The Union Sanitary District includes urbanized portions of Washington Township and has treatment plants at Newark and Irvington. An engineering report prepared in 1956 states that "the Newark plant is both structurally and functionally adequate for the present and near future needs of that portion of

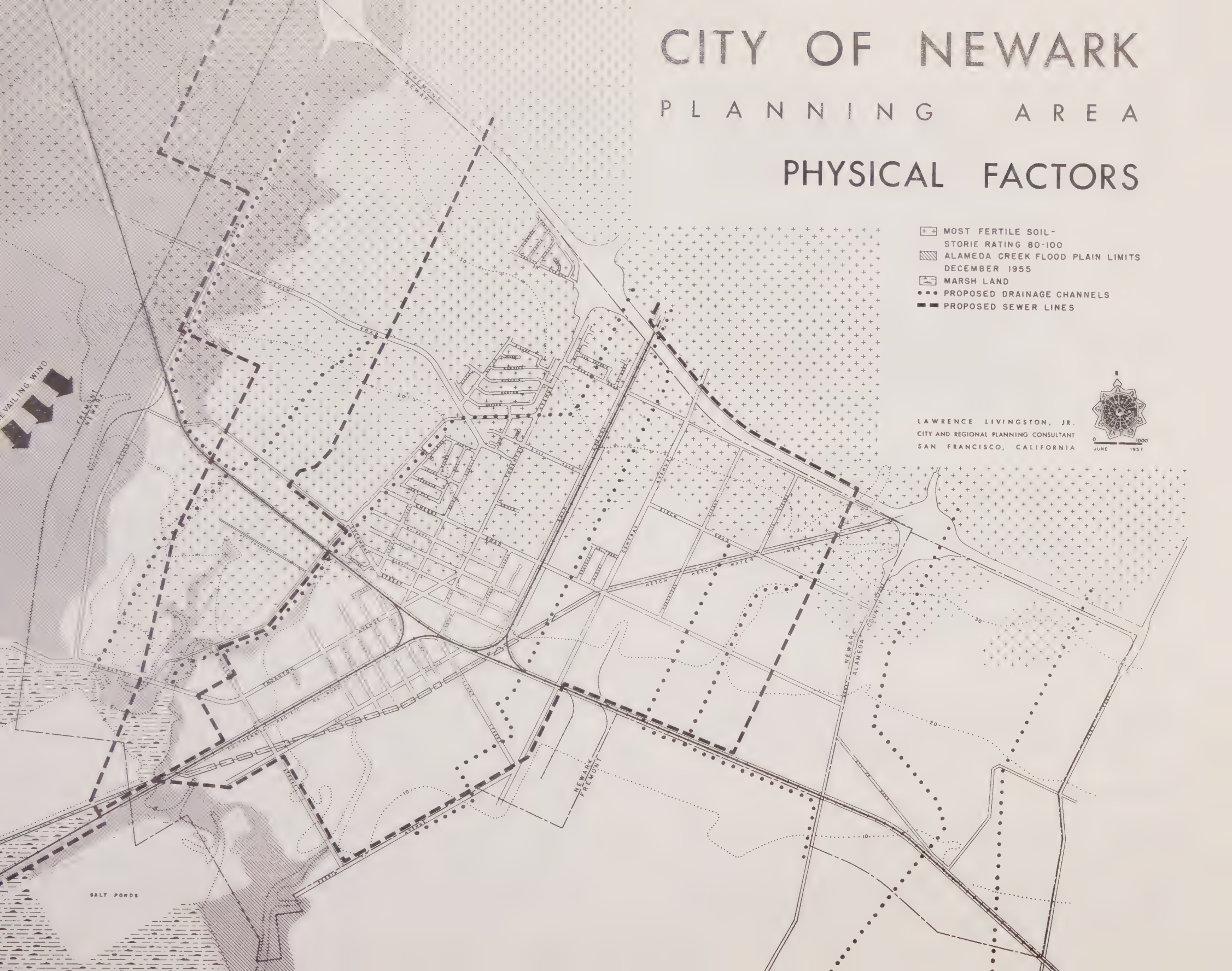
CITY OF NEWARK

PLANNING AREA

PHYSICAL FACTORS

-  MOST FERTILE SOIL -
STORIE RATING 80-100
-  ALAMEDA CREEK FLOOD PLAIN LIMITS
DECEMBER 1955
-  MARSH LAND
-  PROPOSED DRAINAGE CHANNELS
-  PROPOSED SEWER LINES

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the District tributary thereto." Proposals for future development of the system are based on an assumption of 7,000 acres of industrial land in Newark and Fremont.

Appearance

In a city located on a flat site, man-made elements in the urban scene are particularly prominent. Newark is dominated by industrial structures which, although not necessarily ugly, tend to overpower nearby residences by their size. For instance, the most prominent structure in the city is the water tank of the vacant stove plant. Power poles silouetted against the sky march down the long straight streets to infinity. Wide streets bordered by low buildings create an uncomfortable open feeling. Where they exist, tall trees provide a welcome vertical element and make power poles less noticeable. The Coyote Hills, the Peninsula ridge and Mission Peak form backdrops for the long vistas created by the gridiron street pattern. The shopping areas lack the vitality one expects in a commercial district, and the city seems to lack a "center" or point of focus.

MAJOR ALTERNATIVES

The design of the General Plan is shaped by the Planning Commission's policy decisions on three major alternatives and five lesser alternatives plus the application of generally accepted planning principles.

These are the three key issues:

1. How much industrial land should Newark have?

Nearly all large parcels of undeveloped land in Newark are suitable for industry. Forty-five per cent of the open land in the planning area is not well suited for residential development because it is surrounded by existing industry.

Existing Land Use

Urban residence and related uses.	615 acres	11.5 per cent
Industry (excluding salt ponds).	300 acres	5.6 per cent
Salt ponds.	125 acres	2.3 per cent
Vacant, agriculture, rural residence	4,300 acres	80.6 per cent
	5,340 acres	100.0 per cent

Possible Future Urban Uses of Open Land

Best suited for industry.	1,440 acres	33.5 per cent
Best suited for residence.	400 acres	9.3 per cent
Suitable for either residence or industry.	2,460 acres	57.2 per cent
	4,300 acres	100.0 per cent

The kind of community which would result from varying amounts of industry probably can be discussed most

clearly in terms of the number of persons employed. In Newark for each acre actually developed for industrial use there are 7.8 employees. The trend toward automation will tend to lower this figure for future development. However, as the city grows, it can be expected to attract industries having higher employment densities. For the purpose of this analysis an employment density of six persons per gross acre is assumed. Development of all open land suitable only for industry would provide room for employment of 11,500 persons. If all open land suitable for industry were developed for industry, employment would total 23,400.

In 1950 41 per cent of the population of the San Francisco-Oakland Metropolitan area was employed and 20 per cent of the employed persons were engaged in manufacturing. In several predominantly industrial cities, the percentages engaged in manufacturing were: Antioch, 54.0 per cent; Pittsburg, 44.9 per cent; South San Francisco, 35.2 per cent.

If it is assumed that 40 per cent of Newark's employed population will be engaged in industry at a gross density of 6 employees per acre, the amount of land required when Newark reaches 43,700 would be 970 acres. This is a little more than half the amount of land judged suitable only for industry. Of course many non-residents would be employed in Newark, and not all Newark residents engaged in manufacturing would work in Newark. These figures are useful only as a measure of the extent of industrialization.

The Alameda County Master Plan allocates two and one-half times as much industrial land as will be needed by 1980, assuming a balance between manufacturing jobs and resident employees and population growth from the present 890,000 to 1,500,000. The Plan proposes 1,700 acres for industrial use in Newark at 10-18 employees per gross acre -- enough land for 25,000 industrial employees.

The need for a strong tax base is often advanced as a reason for designating large areas for industry and commerce. Industrial property pays higher taxes in proportion to the services required than residential

property. Commercial development pays the highest property taxes and also brings sales tax to the City treasury. The typical tract home does not pay its own way if the cost of schools is considered. Thus the perfect city from a tax standpoint would have only industrial and commercial development. There seems to be little danger that Newark will suffer the tax base problems prevalent in many suburban areas. The assessed valuation per student in the Newark School District now is one-third higher than the average of the other school districts in Washington Township with more than 1,000 students.

By allowing indiscriminate expansion of industry or by failing to regulate industry properly Newark could discourage construction of high quality homes. Large amounts of minimum-grade housing, requiring more services but paying less taxes than more expensive homes, would seriously weaken the tax structure.

The rate of demand for industrial land is difficult to forecast. If it is assumed that county-wide industrial growth will continue at the same rate as in the past 5 years at a low average density of 10 employees per acre, the average annual rate of land consumption in all of Alameda County would be 240 acres. A single large plant would, of course, upset the average.

Since a large part of the planning area could be used either for residence or industry, a decision must be made on whether the community should be "more residential" or "more industrial". Suitable land use patterns in specific parts of the city can then be determined.

2. Where should Newark's principal shopping center be located?

The proposed Fremont central district in the vicinity of State Highway 17 and Santos Avenue is well located to serve as the major shopping center in Washington Township. It is near the present and future center of population and is only eight minutes drive from Thornton Avenue and Lincoln Road in Newark.

When Newark's population reaches 43,700 there will be sufficient buying power within the city to support one community shopping center and four neighborhood shopping centers. The community shopping center will require 20-25 acres and should contain one or more stores of the following types:

Supermarket	Hardware
Liquor	Sporting goods
Bakery	Toys
Delicatessen	Music, records
Restaurant	Books
Bar	Floor coverings
Ice cream	Fabrics
Variety	Furniture
Drugs	Gifts
Bank	Florist
Service station	TV, radio, appliances
Barber	Men's wear
Beauty	Women's wear
Cleaners	Children's wear
Self-service laundry	Knit shop
Shoe repairs	Shoes
Photo supplies	Jewelery
Paint	Slenderizing

A community shopping center would contain 125,000 to 150,000 square feet of retail floor area, more than twice the amount now existing in Newark.

The four neighborhood centers will require four to six acres each and would include a supermarket, drug store, barber and beauty shops, cleaning and laundry agency, coffee shop and service station. Some also may have a hardware store, apparel shop, shoe repair, liquor store, bakery, delicatessen, etc.

It is important that a firm decision on the location of the principal shopping center be made, and that this decision be implemented by the City's actions. If several sites are competing for the position of the dominant shopping center, it is likely that all will remain neighborhood-size centers and none will attract the full variety of stores which Newark's future population could support.

Three alternatives are apparent:

1. Attempt to modernize and enlarge the Thornton Avenue district. Vacant parcels are scattered and ownerships are small, making it difficult to find sites for large stores with off-street parking. Small, irregular blocks hamper both automobile and pedestrian circulation. The Thornton district is not near the future center of population.

2. Designate an area west of Mayhew's Landing Road for expansion of the Lewis Center. Satisfactory street access to this site could be provided by a new street parallel to Mayhew's Landing Road (Cedar Road extension). There is unlimited expansion area and there are no conflicting uses. The presently undeveloped area east of Central Avenue would be almost as close to the proposed Fremont central district as to this site, and consequently trade would be lost to Fremont.

3. Enlarge the present 10 acre site on Thornton at Cedar to Baine Avenue to create a 27 acre community shopping district. This site would be convenient to all Newark residential areas if Cedar Road were extended west of Thornton Avenue.

Other possible community shopping center sites are less advantageously located. If one of the existing sites were designated as the community shopping district, the others could serve as neighborhood shopping centers. Two new neighborhood shopping centers also will be needed to serve the fully developed city. One would be located in the north-west section of the city and one in the east section near Mowry Avenue.

3. What should be the future of the neighborhood southwest of the Southern Pacific Railroad's Oakland-Santa Clara line?

Long-range plans proposed by Alameda County and by the Bay Area Rapid Transit Survey show this area in industrial use. The neighborhood is near major industries, and it contains several small plants,

some commercial development and a scattering of multiple dwellings as well as single family residences. It is traversed by railroads and a major street carrying industrial traffic. Regional traffic bound to and from Dumbarton Bridge uses Thornton Avenue. All of the land was subdivided into 50 foot lots in the 1870's, although many streets are still unimproved. At present the neighborhood contains approximately 300 dwelling units or one-sixth of the total in Newark. Nearly all appear to be in good condition. If all the lots now zoned for residential use were developed with single family residences there would be 800 homes, enough to support a large elementary school.

Steps could be taken to make this area a better residential neighborhood:

1. Provide an elementary school and park.
2. Route through traffic and industrial traffic around the neighborhood.
3. Create buffers and improve the neighborhood's appearance by planting along the streets and the railroad and Hetch-Hetchy rights of way.
4. Gradually eliminate industrial uses within the neighborhood and improve the few existing substandard dwellings.
5. Provide a transitional area permitting only light industry around the neighborhood.
6. Assist property owners to form assessment districts to improve streets.

If the land were vacant it probably would be proposed for industrial development. Some property owners on the edge of the neighborhood would like to use their land for industry. What would be the likely results of designating the area for industrial use on the General Plan?

1. Industrial uses probably would be permitted nearer existing residences than at present.

2. The rate of residential development would be slowed but not stopped, assuming that most of the land would continue in a residential zoning district for some time.
3. No school or park would be built.
4. Vigilance would be required to prevent slum conditions.

When could the district be converted to industrial use? Both rail and highway access to the area are excellent. Scattered ownerships and small parcels would make assembly of adequate industrial sites difficult. Only marginal industry would be willing to locate in the area until residences were removed. The area would have to compete with other available industrial sites in southern Alameda County. Forecasts indicate that there still will be plenty of vacant industrial land well-served by highways and railroads in 1980. So it is unlikely that this neighborhood could be substantially converted to industry until some time after that. If the area were to remain in residential use until the year 2000, any improvements made now could be fully amortized.

Following are five policy questions which strongly influence the General Plan, although to a lesser degree than the first three alternatives considered:

1. Should public powers and public funds be used to improve the appearance of Newark?

Unfortunately Newark's site has no dominant visual elements such as hills, trees or water to de-emphasize man's mistakes. Every straight, barren street, every treeless parking lot, every ugly building and every garish sign will stand out like a sore thumb.

If the community decides that appearance is important, both public powers and public money can be used to secure the desired result. The zoning and subdivision ordinances can set high standards for new development. Planting street trees, landscaping public areas and

securing outstanding public building design are the responsibility of the City.

Although decisions on specific regulations and projects will not affect the General Plan, the community's decision on what steps it wishes to take to improve its appearance is reflected in the design of the Plan.

2. Should an effort be made to locate a major institutional or recreational use in Newark?

It is likely that when fully developed Newark will consist of residential subdivisions and industrial areas plus a sprinkling of shopping centers, schools and parks. Inclusion of a major institutional or recreational use would relieve this pattern and would help establish community identity. Likely examples are:

Golf Course - A 140 acre green area would "break" the subdivision pattern and would attract higher priced homes.

Junior College - The California trend toward a minimum of two years of post-high school education indicates that one junior college will be required for every three or four high schools. A 100 acre site would be required.

Medical Center - Southern Alameda County will not need a second major hospital for many years, but when the population reaches 200,000, 400 beds will be needed. A site in Newark would require 20 acres plus 5 or 10 acres for medical offices.

3. Should the access route from the Eastshore Freeway to the Dumbarton Bridge traverse the center of Newark or follow the city boundary?

The State Division of Highways forecasts the need for a freeway approach to Dumbarton Bridge. A route following the west city limit would give Newark increased identity by forming a physical boundary similar to the present boundary on the north. All through traffic would be eliminated from the city.

A route nearer the center of the city would split the community into two parts. But it would bring more Newark residents closer to their homes more quickly and would save city street construction costs. Existing shopping center sites might benefit from large traffic volumes nearby.

Any route near the center of the city would be a liability unless it were developed as a full freeway with no conflicting traffic movements. A major street bringing substantial amounts of traffic through the center would hopelessly complicate the local traffic pattern.

4. Should the recreation proposals of the Newark General Plan meet high standards?

During the post-war building boom most rapidly growing areas have failed to provide recreation park areas in accord with any recognized standard. In the past many small cities acquired parks by donation, but this day has gone forever. Older urban areas usually are better served by parks than new areas.

After an extensive study completed in 1956 the California Committee on Planning for Recreation, Park Areas and Facilities recommended that a neighborhood recreation center of about 6 acres should be located adjacent to each elementary school and a 20 acre community recreation park adjoining a high school should serve each 25,000 people. When the recreation areas do not adjoin school sites, 16 acres is needed for a neighborhood park and 33 acres for a community park.

Some cities require subdividers or land owners petitioning for annexation to dedicate land for neighborhood recreation parks or to pay a small fee per lot to be used by the City to purchase and improve sites. These fees are not high enough to pay for a six acre site in each neighborhood.

Newark has no sites suitable for large natural parks. Parks proposed by the Alameda County Recreation Plan in Niles Canyon, Coyote Hills and on the shoreline would serve Newark.

Most of Newark's park area will have to be purchased by the City at the same price subdividers are now

paying for agricultural land. If the City waits too long, suitable sites will be scarce and prices higher.

5. Should Newark have a civic center? If so, what factors should determine its location?

A civic center may be defined as a unified group of public buildings arranged for efficiency, economy and as an outstanding architectural development which will promote civic consciousness.

Possible functions to be included	Location requirements
City Hall	Should have most prominent location in city.
Police Station	Central location.
Fire Station	Serves 3/4 mile radius in commercial or industrial area, 1-1/2 mile radius in residential area; no relation to city hall.
Library - Art Center	Central location; no functional relationship to city hall.
Civic Auditorium	Requires large site; may be combined with high school auditorium.
Youth Center	Near major outdoor recreation center; near Recreation Department offices.

It is unlikely that Federal or County office buildings will be located in Newark.

Several types of civic center locations have different advantages:

Adjacent to a shopping center: Site would be prominent and particularly efficient for city hall, library, art center, police and fire departments; would provide a

harmonious transition between commercial and residential development.

Adjacent to a large park: Probably would not be centrally located; ideal site for youth center; attractive setting for public buildings.

Adjacent to a junior or senior high school: City hall might be overpowered by large school buildings; joint use of auditorium would be convenient; youth center should be located away from a school so as not to have a "school activity" atmosphere.

MAJOR POLICIES AND PROPOSALS

Major policies reflected in the Plan were set by the City Planning Commission after considering the report of the Newark Citizens' Advisory Planning Committee and a report on alternatives prepared by the Planning Consultant.

Assumptions

1. The area surrounding Newark will be developed as shown on the adopted plans of Fremont and Alameda County.
2. Newark's population will reach holding capacity about 1980.
3. New industrial plants will employ an average of six persons per acre.
4. A rapid transit line will link San Jose and Oakland via Centerville by 1980, but the proposed Centerville - Palo Alto line will not be built during this period.

POLICIES

PROPOSALS

New industry should be encouraged, but Newark should not become a predominantly industrial community.

All land which is desirable for either residential or industrial use is proposed for residential use.

Residence: 2,320 acres, 43.5 per cent of planning area.
Industry: 1,865 acres, 35.0 per cent of planning area.
Population holding capacity, 43,700.

A compact, centrally located site should be designated as the principal shopping district in order to avoid the lack of quality and variety and consequent loss of sales volume which would result from failure to develop a dominant center.

A new 27 acre community shopping center at Thornton Avenue and Cedar Road.

Four neighborhood shopping centers including the Lewis Center, the Thornton Avenue district with commercial service uses adjacent, and two new centers.

Several neighborhood shopping centers should be established.

(The Citizens' Advisory Committee recommended designation of the existing Thornton Avenue district as the principal shopping center.)

Through traffic should not be routed through Newark. Heavy traffic volumes and industrial traffic should be kept away from residential neighborhoods.

A second freeway parallel to the Eastshore Freeway to carry most of the industrial traffic. A freeway near Jarvis Avenue linking the Dumbarton Bridge and the Eastshore Freeway.

Extension of Cedar Road as a major thoroughfare west of Thornton and parallel to Mayhew's Landing Road to route traffic around neighborhoods, provide access to the community shopping center and relieve Thornton Avenue.

A civic center site adequate for all anticipated civic buildings should be located near the ultimate center of population.

A 12 acre civic center site on Thornton Avenue opposite Lincoln Road.

POLICIES

PROPOSALS

A variety of dwelling types should be encouraged to provide for families of varying sizes, incomes and preferences. Homes in a higher price bracket than those now being built in Newark should be included.

Residential densities lower than in existing subdivisions north of Lincoln Road and north of the golf course (average 8,500 square foot lots).

Medium and high densities (including multi-family dwellings) south of Sycamore Street, between Thornton and Central and adjacent to shopping centers.

Low medium residential density elsewhere (6,000 square foot lots).

Public powers and public funds should be used to improve the appearance of Newark.

New residential streets to be curved.

Public sites located so as to break the uniformity of residential areas.

Street trees and tree-lined buffer strips to provide vertical elements on the flat plain.

School site locations and areas should conform with State Department of Education standards.

Eleven new elementary schools (grades K-6); two new junior high schools (grades 7-8); two high schools (grades 9-12) by the time population holding capacity is reached.

Recreation sites should be provided adjacent to school sites according to the standards recommended by the California Committee on Planning for Recreation, Park Areas and Facilities.

Ten six-acre neighborhood recreation parks adjoining elementary schools, and two twenty-acre community parks, one adjoining a junior high and one adjoining a high school.

Newark should seek to attract a major institution, recreational use or educational facility.

A 100 acre junior college campus on Mowry Avenue.

An 18 hole golf course as proposed by private developers.

CITY OF NEWARK

PLANNING AREA

PROPOSED GENERAL PLAN

LAND USE

RESIDENTIAL

[Pattern]	LOW DENSITY	3.5
[Pattern]	LOW MEDIUM DENSITY	5.0
[Pattern]	MEDIUM DENSITY	5-8
[Pattern]	HIGH DENSITY	8-12

FAMILIES PER
GROSS ACRE

INDUSTRIAL

[Pattern]	LIMITED
[Pattern]	GENERAL
[Pattern]	COMMUNITY FACILITIES
[Pattern]	RECREATION PARK
[Pattern]	K-6 ELEMENTARY SCHOOL
[Pattern]	7-8 JUNIOR HIGH SCHOOL
[Pattern]	9-12 HIGH SCHOOL
[Pattern]	LANDSCAPED BUFFER

COMMERCIAL

[Pattern]	RETAIL
[Pattern]	COMMERCIAL SERVICE

CIRCULATION

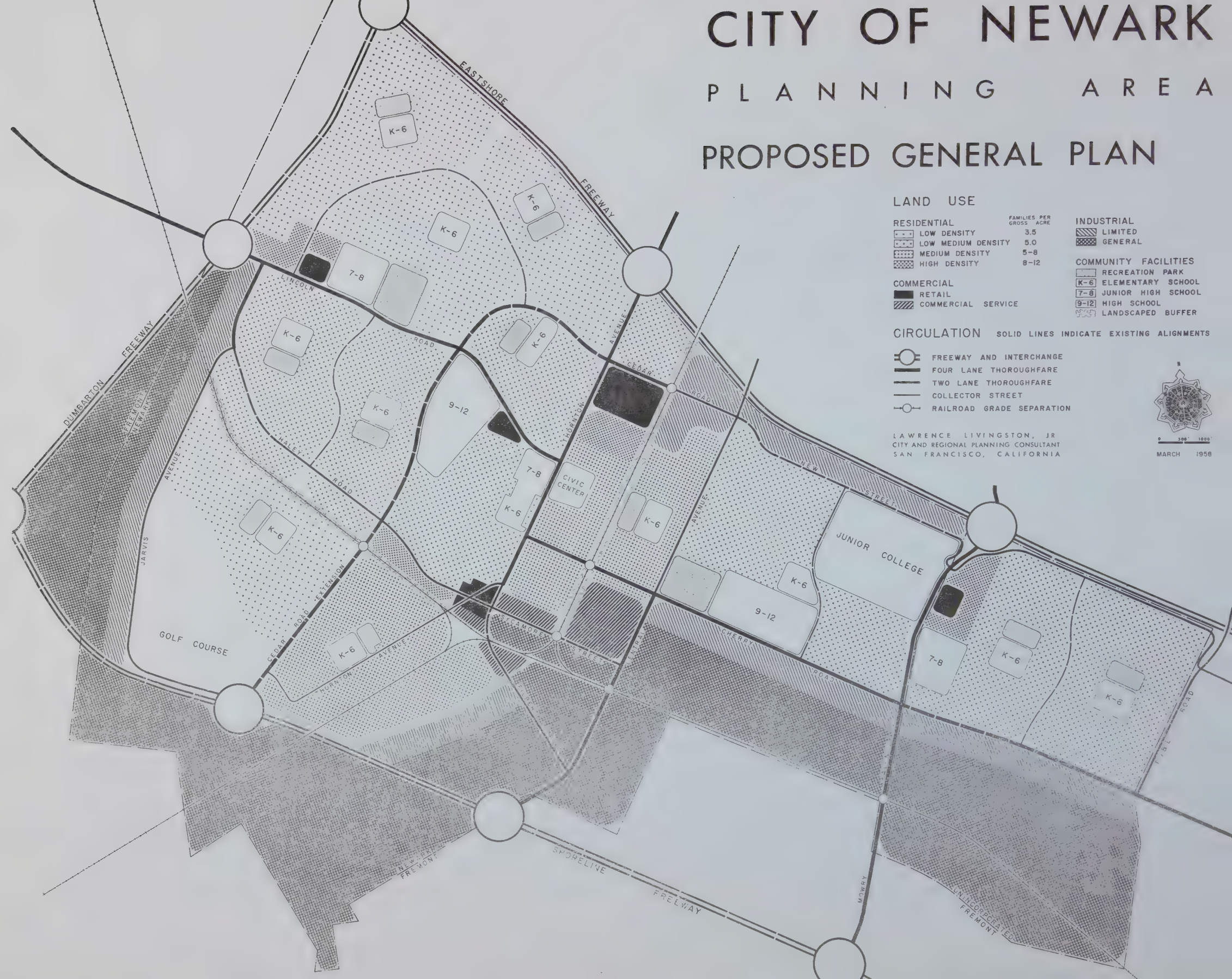
SOLID LINES INDICATE EXISTING ALIGNMENTS

[Symbol]	FREEWAY AND INTERCHANGE
[Symbol]	FOUR LANE THOROUGHFARE
[Symbol]	TWO LANE THOROUGHFARE
[Symbol]	COLLECTOR STREET
[Symbol]	RAILROAD GRADE SEPARATION

LAWRENCE LIVINGSTON, JR
CITY AND REGIONAL PLANNING CONSULTANT
SAN FRANCISCO, CALIFORNIA



MARCH 1958



DESCRIPTION OF THE GENERAL PLAN

Residential Areas

The Plan proposes a pattern of residential densities which will accommodate 43,700 persons when the city is fully developed. A low density area is situated in the undeveloped northwest section of the city remote from industry. Another is located adjacent to the proposed golf course. These neighborhoods would consist mostly of single family homes on lots averaging 8,500 square feet. Over half of Newark's residential land is classified in the low medium density category. Homes on 6,000 square foot lots are typical of this density. Medium density neighborhoods are located between Thornton Avenue and Central Avenue and southwest of the Southern Pacific Oakland-Santa Clara Line. Multi-family dwellings with generous yard spaces would be permitted. High density areas, in which multi-family dwellings predominate, would occupy only three per cent of the residential land area. High densities adjoin thoroughfares and shopping centers. An effort has been made to provide a choice of locations for multi-family dwellings in new areas, old areas, busy areas and quiet areas, and at varying densities in order to encourage a wide range of rentals.

All areas now in residential use are retained, even though they are near railroads and existing industrial plants. Consequently, providing buffers between residences and industry is particularly important. The Plan proposes transitional bands of limited industry where residential and industrial areas adjoin. Thoroughfares also will make effective separators if residential lots are backed-up to the thoroughfare and separated from it by a planting strip. Industrial frontage should be developed with offices and parking near the thoroughfare and manufacturing activities to the rear. The 100-foot-wide Hetch-Hetchy aqueduct right of way could be landscaped to provide an effective planted buffer between residence and industry south of Filbert Street. Railroad

rights of way also should have buffer planting to minimize disturbance.

Appendix 2 contains a tabulation of population holding capacity by density categories.

Commercial Areas

Shopping districts shown on the Plan are compact rather than strung out along major thoroughfares. This arrangement has proved most efficient in terms of sales volumes, ease of traffic flow, parking and convenience of the customer. The community shopping center at Thornton and Cedar is quickly reached from all parts of Newark and a large section of Fremont. The Lewis Shopping Center and the Thornton Avenue district will remain primarily as neighborhood shopping centers, although both will continue to have stores appealing to customers from a larger area. Anticipated growth within their neighborhood trade areas will provide sufficient purchasing power to support improved facilities.

Two new four to six acre neighborhood shopping centers, one on Lincoln Road east of the Dumbarton Freeway and one on Mowry Avenue south of Eastshore Freeway, would serve new development at the eastern and western ends of the city.

Appendix 3 presents an analysis of present retail sales performance and a forecast of future sales volumes.

A 60 acre commercial service district is located on Filbert Street, Sycamore Street and Central Avenue. This area would contain repair shops, used car sales lots, repair garages, lumber yards, laundries, wholesale establishments and the like. These uses do not depend on pedestrian traffic and do not belong in retail shopping areas. They have an adverse effect on retail stores and usually cannot afford the higher rents charged in retail areas.

Industrial Areas

Newark's present industrial development is the envy of many a tax-conscious small city. The advantages of a location close to markets, good rail and highway access,

relatively inexpensive land and a large labor pool are expected to continue to attract industry. The Plan shows 1,740 acres of industrial land (excluding salt ponds) --enough to provide employment for 11,500 persons at a low average density of 6 employees per acre. This supply of land probably will not be exhausted until long after the residential area is filled.

Two general classifications of industrial land are shown on the Plan. Limited industrial areas should be restricted to plants which would not have harmful effects on nearby residences. Heavy industries, similar to most of the large plants now in Newark, would be located in the general industrial area.

A deep water harbor similar to the one at Redwood City could be constructed in Newark by dredging a two mile channel and turning basin. Feasibility of such a project could be determined only after a detailed study of traffic potential and construction cost. In recent years shipping volume has declined and Bay Area ports are not being used to capacity. Technological advances in the shipping industry could change this trend. At present it would be more economical to transport Newark cargo to Oakland or Redwood City, but new industrial development in southern Alameda County might justify a port in the future.

Community Facilities

Schools

The eleven new elementary schools which will be required are located near the center of their service areas and away from major streets. Because of existing conditions, children living north of Cedar and east of Thornton will have to cross a major street on their way to school. In neighborhoods split by railroads children will have to cross the tracks.

The two new junior high schools would be located on Lincoln Road and Mowry Avenue. The first high school site on Lincoln Road and Cedar extension should be acquired as soon as possible. The second high school would be on Cherry Road east of Central Avenue where it would help to buffer a residential neighborhood from an

industrial area.

A proposed junior college on Mowry Avenue ultimately would have nearly 1,000 students from Newark, according to the State Department of Education's method of forecasting enrollment. The site would be suitable for the first junior college in southern Alameda County because it also is convenient to the populated areas of Fremont. Eventually five or more junior colleges may be located in Washington Township as the trend toward a minimum of two years of post-high school education continues.

Because young families living in new subdivisions have significantly more children than families living in older mixed neighborhoods, it is difficult to avoid overbuilding school facilities to serve temporary needs. The Plan provides enough elementary schools to serve peak enrollment with an average of 620 students per school, assuming that older parts of the City will be producing fewer children by the time the last open areas are developed 30 years from now. Rapid build-up of individual neighborhoods will require temporary classrooms or bussing children to elementary schools in other neighborhoods.

Appendix 4 contains an explanation of the method used to project school enrollments.

Recreation Parks

Newark has no parks at present, and there are virtually no sites which are uniquely suited for recreational use by reason of natural features. Therefore, parks are located on the Plan so as to be as convenient as possible to the areas they serve. Ten six-acre neighborhood recreation parks and two twenty-acre community recreation parks are proposed in accord with standards developed by the California Committee on Planning for Recreation, Park Areas and Facilities. (See Appendix 5.) Neighborhood parks adjoin elementary schools, as recommended by the Committee, in order to use the area most efficiently and reduce supervision and maintenance costs. A community park serving the northwestern part of the City adjoins the junior high school on Lincoln Road. The southeast community park is bounded by Central

CITY OF NEWARK

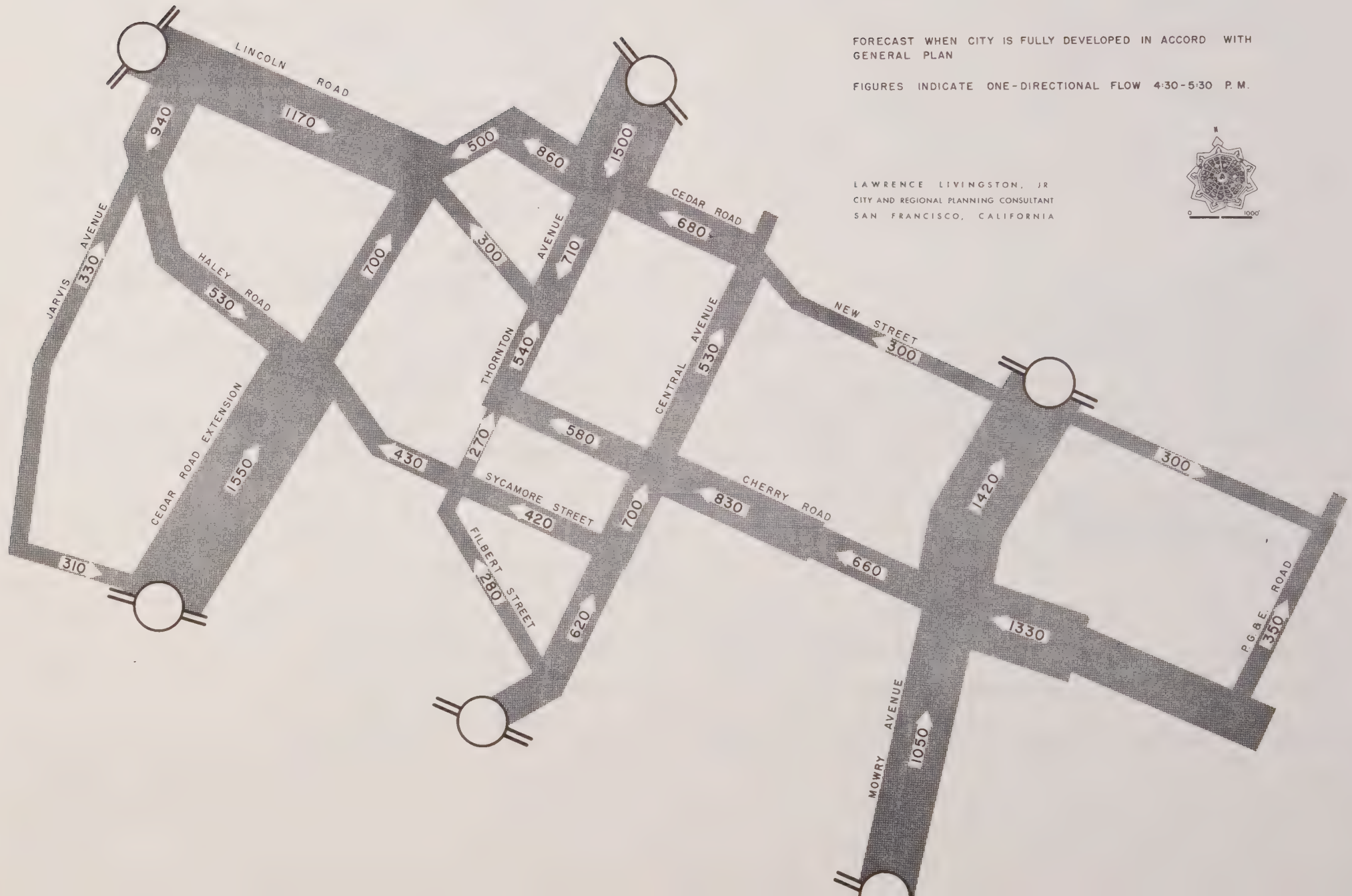
PLANNING AREA

TRAFFIC VOLUMES

FORECAST WHEN CITY IS FULLY DEVELOPED IN ACCORD WITH
GENERAL PLAN

FIGURES INDICATE ONE-DIRECTIONAL FLOW 4:30-5:30 P.M.

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Avenue, Cherry Road and high school. The site is split diagonally by the Hetch-Hetchy aqueduct right of way and would be difficult to use for buildings. This park would serve as a buffer between residence and industry.

A private recreation project of great potential benefit to Newark is the proposed golf course at Jarvis Avenue and Dumbarton Road. Golfers will be attracted from the Peninsula as well as from southern Alameda County.

Regional recreation parks will have to be provided outside Newark in the Coyote Hills, the Niles Canyon area and along the Bay shore. It is particularly important to Newark that the Coyote Hills ridge be preserved for public use as the only view point along the east shore of the Bay south of Albany Hill. A small both harbor should be located on the shoreline near Newark.

Civic Center

The proposed 12 acre civic center site is near both the geographic and population centers of the community. Space would be available for a city hall, police station, library-art center, civic auditorium seating 2,000 persons and youth center. Off-street parking would be provided for 600 cars, and 50 per cent of the site would be landscaped open area. A handsome

building group in a park-like setting would serve as a focus for community life and an expression of civic pride in Newark.

Thoroughfares

Newark is fortunate in being well served by existing and proposed freeways. The Eastshore Freeway is nearing completion, and the Dumbarton Freeway is in the route adoption stage. Division of Highways planning does not look as far ahead as the time when the Shoreline Freeway will be needed. This route is shown on the plans of Fremont and Alameda County and will be needed when the Eastshore Freeway reaches capacity. The freeway system will eliminate through traffic from Newark city streets. The major flow in the city will be between places of work or residence and freeway interchanges.

Traffic volume forecasts are shown on the previous page, and assumptions on which the forecasts are based are summarized in Appendix 6.

Typical cross sections of four lane thoroughfares, two lane thoroughfares and collector streets are illustrated in Appendix 6.

The following thoroughfare system is designed to serve Newark when the city is fully developed:

FOUR LANE THOROUGHFARES		Proposed Minimum Right of Way	Existing Right of Way	Description
Lincoln Road	Dumbarton Freeway to Thornton Avenue	100 feet	100-60 feet	
Jarvis Avenue	Lincoln Road to Haley Road	100 feet	60 feet	
Cedar Road extension	Thornton Avenue to Shoreline Freeway	100 feet	0 feet	New route which would divert traffic from Thornton and serve presently undeveloped west part of city.

FOUR LANE THOROUGHFARES (Continued)		Proposed Minimum Right of Way	Existing Right of Way	Description
Cedar Road	Thornton Avenue to Baine Avenue	80 feet	60-80 feet	New route southeast of Mowry Avenue connecting with Boyce Road.
Thornton Avenue	Eastshore Freeway to Olive Street	100 feet	60-70 feet	
Cherry Road	Thornton Avenue to P.G.& E. Road	100 feet	60 feet	
Mowry Avenue	Eastshore Freeway to Shoreline Freeway	100 feet	33-50 feet	
Central Avenue	Shoreline Freeway to Cherry Road	100 feet	80 feet	
TWO LANE THOROUGHFARES				
Haley Road-Sycamore Street	Jarvis Avenue to Central Avenue	80 feet	40-80 feet	West end of Haley Road to be realigned. Sycamore is mapped but not open southeast of Baine Avenue.
Jarvis Avenue-Dumbarton Road	Haley Road to Shoreline Freeway at Cedar Road extension	60-80 feet	60-80 feet	
Thornton Avenue	Olive Street to Sycamore Street	80 feet	80 feet	
Rich Avenue-Filbert Street	Thornton Avenue to Central Avenue	60-80 feet	60-80 feet	Rich to be connected with Filbert using a portion of Carter Street right of way.
Central Avenue	Cherry Road to Eastshore Freeway	80 feet	80 feet	
Cedar Road-New Street-Cedar Road	Baine Avenue to P.G.& E. Road	60 feet	60-33 feet	
P.G.& E. Road	Eastshore Freeway to Cherry Road	60 feet	50 feet	

Two lane collector streets also are shown on the Plan. They are designed to collect traffic from several minor residential streets and deliver it to a thoroughfare. Rights of way should be 60 to 80 feet, depending on the widths of planting strips.

An objective of the thoroughfare system is to minimize railroad crossings. Five grade separations and three thoroughfare grade crossings are shown on the Plan. The need for grade separations was determined by a formula used by the Automotive Safety Foundation in a 1952 study of California highways. Traffic forecasts indicate that the Cedar extension and Mowry crossings would carry the most traffic after construction of the Shoreline Freeway.

Community Design

The landscaped buffers shown on the Plan have importance far beyond their use as insulators between residence and industry and absorbers of railroad noise. If planted with tall trees, they would provide much needed vertical notes on the flat plain. They also would help to "compartmentalize" the City, breaking it up into comprehensible units. A sense of enclosure helps to overcome the feeling of being lost in an endless sea of streets and buildings.

Curvilinear streets can relieve monotony and eliminate the long, unbroken vistas of the gridiron. Public sites are located on the Plan so as to break up uniform expanses of tract homes and provide interesting variations in the development of thoroughfare frontage. In the interest of visual appeal, the Plan proposes a "checkerboard" pattern of land uses where consistent with other requirements.

METHODS OF CARRYING OUT THE GENERAL PLAN

Adoption

The General Plan does not have official status until it is adopted by the City Planning Commission and City Council. The California State Conservation and Planning Law requires the Planning Commission to hold at least two public hearings. The Commission may then make any changes which it believes are desirable before adopting the Plan. Adoption must be by a two-thirds majority vote. The Council must hold at least one hearing before adoption. If the legislative body wishes to make changes, the Plan must be referred to the Planning Commission for a report before action is taken.

It will be necessary to amend the Plan from time to time as physical conditions or public policies change. The procedure is the same as for adoption, except that only one hearing before the Commission is required. At least once every five years, and possibly more often if the community is growing rapidly, the Plan should be thoroughly restudied. Some cities have found that annual review of the Plan in connection with the annual consideration of the capital improvement program is a good way to keep the Plan current.

Public Information

The adopted Plan tells the citizen how the City Council proposes to guide development. The prospective home buyer knows whether his neighborhood will be protected from through traffic and whether it will be served by a school and playground. The merchant knows where he can expect enough customers to support his business. The industrialist knows whether the community is the kind that will attract a stable labor force. If the Plan makes sense to private land owners, their development activities will help carry it out. By demonstrating

needs, the General Plan can do much to convince the community that money should be spent for street improvements, recreation parks, public buildings and other public projects.

Zoning

A zoning ordinance based on the General Plan is the single most important means of translating the Plan's proposals into action. The ordinance regulates use of the land, population densities, land coverage and heights of structures and requires off-street parking and off-street loading facilities. The ordinance consists of a map showing the various land use districts and a set of regulations, standards and administrative procedures.

The General Plan is a long-range guide for future physical development, while the zoning ordinance is a relatively short-range regulatory measure. The zoning map will never look the same as the General Plan because it must be more detailed and must reflect present conditions quite closely. All amendments to the zoning map should be in the direction of conformity with the General Plan as of the date of the change.

When Newark was incorporated Alameda County's zoning regulations and map were adopted by the City. Portions of the ordinance have been rewritten as the need became apparent. The remaining regulations will be revised in the near future. Revision of the zoning map must follow adoption of the General Plan.

Subdivision Regulations

A subdivision ordinance regulates the development of private lands by prescribing standards for street and lot design in new subdivisions. Modern subdivision laws also require that sites be reserved for necessary public areas, that natural assets of the land be conserved, and that street trees be planted. A subdivider is free to submit any design for the layout of a subdivision which conforms with the minimum standards prescribed by the ordinance, but the Planning Commission may require that changes be made to gain a more workable plan or a better looking subdivision.

Newark adopted the Alameda County subdivision regulations when the City was incorporated. This ordinance should now be reviewed and revised as necessary to ensure that new developments conform with the standards of the General Plan.

Precise Street Plans

When precise alignments for streets shown on the General Plan have been determined by engineering studies, set-back lines should be established as provided in the State Planning Law to prevent buildings from being constructed in future street rights of way.

"Future width lines" established before incorporation are in effect on Cherry Road, Central Avenue, Jarvis Avenue, Lincoln Road, Mowry Avenue, Thornton Avenue, Dumbarton Road and Mayhew's Landing Road. These regulations should be reviewed after adoption of the General Plan.

Regular Referral

All development projects of the City Council and other public agencies should be referred to the City Planning Commission for a report on whether the proposal is in conformity with the General Plan. State law requires school districts to refer proposed site purchases to the Planning Commission. Matters which should be referred include purchase or sale of land, opening or closing of streets, building projects and regulations affecting development.

Capital Improvement Review

The City Manager has the duty of preparing a list of needed public improvements, according to priority, which is recommended to the City Council for inclusion in the annual budget. The capital improvement program usually separates projects proposed for the first year and those proposed for the succeeding five years. Costs and sources of financing are indicated. It should be the duty of the City Planning Commission to review all projects and to determine whether they are in conformity with the General Plan. The Commission should also suggest additional projects which it believes are needed.

In order to avoid duplication or conflict, it is desirable that all public agencies including school districts, sanitary districts and other special districts, submit their capital improvement projects for review.

Community Appearance

Initiating the Plan policy on improvement of Newark's appearance will require strong leadership. It is important that outstanding public and private projects be carried out as soon as possible so they can set high standards. The City can take the following steps.

The Zoning Ordinance may require:

1. Architectural review of building plans.
2. Landscaped open spaces around commercial, industrial and institutional uses.
3. Signs to be of moderate size and related to a permitted use on the property.

The Subdivision Ordinance may require:

1. Planting of street trees and other landscaping of streets.
2. Power poles to be located on rear lot lines.
3. Curvelinear streets.

The City may spend money to:

1. Plant street trees.

2. Landscape and maintain median strips in major streets and in buffer areas between residences and industry.
3. Make public buildings and grounds examples of the kind of development the City is attempting to encourage.

Annexation

The 864 acre unincorporated "island" east of Newark presumably will be annexed either to Newark or Fremont. The Fremont Preliminary General Plan makes no proposals for this area and the Alameda County Master Plan shows it in agricultural use. If the "island" were not annexed to Newark the City would, of course, not have control over its development. If none of this area were developed for residential use, the population of the planning area would be reduced by 7,200 persons and two elementary schools and two neighborhood recreation parks would be eliminated.

The Role of Citizen Groups

The support of an organized group of Newark citizens dedicated to the improvement of Newark would help tremendously in carrying out the Plan. When goals set by a community are not reached, it is usually because the silent support of the "many" is insufficient to counteract the vigorous vocal opposition of the "few". In many cities improvement clubs and civic associations exercise a strong voice in community development. Citizens' planning associations in large cities such as San Francisco, New York and Philadelphia have served as effective watchdogs for many years. There is no reason why a Newark Planning Association should be any less effective.

APPENDIX 1: LAND USE

	EXISTING LAND USE		EXISTING CITY ZONING				GENERAL PLAN			
	Net Acres in Planning Area	Percent of Urban Uses	District	Net Acres	Percent of City		Gross Acres (Includes Streets)	Percent of Planning Area		
RESIDENTIAL	245.5	23.6	R	2284.4	51.1	Residential	2319	43.5		
Single Family	238.5	22.9	R-1-B-5 Single Family	2269.6	50.7	Low Density	691	12.9		
Multi-Family	7.0	0.7	R-2 Two Family	10.3	0.3	Low Medium Density	1156	21.8		
			R-3 Four Family	1.7	0.04	Medium Density	386	7.2		
			R-4 Multi-Family	2.8	0.07	High Density	86	1.6		
COMMERCIAL	17.9	1.7	C	75.9	1.7	Commercial	115	2.2		
Retail Business and Offices	7.2	0.7	C-1 Retail Business	61.0	1.36	Retail Business	55	1.1		
Commercial Services	9.4	0.9	C-2 General Commercial	13.8	0.3	Commercial Service	60	1.1		
Parking	1.3	0.1	P Parking	1.1	0.04					
INDUSTRIAL	403.1	38.8	M	1266.6	28.4	Industrial	1865	35.0		
Light Industry	65.0	6.2	M-1-B-4 Light Industry	383.4	8.5	Limited Industry	325	6.1		
Heavy Industry	151.6	14.6	M-2-B-5 Heavy Industry	883.2	19.9	General Industry	1415	26.6		
Open Industry	62.0	6.0								
Salt Ponds	124.5	12.0				Salt Ponds	125	2.3		
PUBLIC FACILITIES	365.1	35.2				Public and Semi-Public	955	17.9		
Schools	27.5	2.7				Schools	384	7.2		
Recreation Parks	0.0	0.0				Recreation Parks	100	1.9		
Public Buildings	1.2	0.1				Civic Center	12	.2		
Streets	235.5	22.7		227.0	5.1	Golf Course	165	3.1		
Railroads	100.9	9.7		227.0	5.1	Miscellaneous	294	5.5		
SEMI-PUBLIC	7.1	0.7				Freeways				
Church	3.0	0.3				Railroads				
Club	4.1	0.4				Hetch Hetchy				
						Buffer				
NON-URBAN USES	4298.2		A-2 Agriculture	619.1	13.7	Area west of Dumbarton Freeway	83	1.5		
Rural Residence	108.0			619.1	13.7		83	1.5		
Livestock Farm	160.5									
Cultivated Agriculture	1591.4									
Pasture	737.0									
Vacant	1701.3									
TOTALS	5336.9	100%		4473.0	100%		5337	100%		
	8.35 square miles			6.98 square miles						

APPENDIX 2: POPULATION HOLDING CAPACITY

General Plan Category	Dwelling Units per Gross Acre	Net Area per Dwelling Unit	Gross Acres	Dwelling Units	Assumed Persons per Dwelling Unit	Population
Low Density Residential	3.5	Lot size: 6000-10,000 sq.ft. Average: 8500 sq.ft.	691	2,420	3.75	9,070
Low Medium Density Residential	5.0	Lot size: 6000 sq.ft.	1,156	5,800	3.75	21,700
Medium Density Residential	5-8	2,500 sq.ft. per family minimum. Average: 4500 sq. ft.	386	3,080 (8 per acre)	3.5	10,800
High Density Residential	8-12	1,500 sq.ft. per family minimum. Average: 3000 sq. ft.	86	860 (10 per acre)	2.5	2,150
			2,319	12,160	3.6 Average	43,720

APPENDIX 3: RETAIL SALES

Type of Business	Taxable Transactions		Estimated Total Sales
	First Quarter 1957 (Actual Figures)	1957 (Estimate)	
Food and candy stores	\$ 73,000	\$ 240,000	\$ 970,000
Eating and drinking places	33,000	180,000	180,000
Service stations	14,000	70,000	350,000
Other retail outlets	276,000	1,350,000	1,350,000
TOTALS	\$396,000	\$1,840,000	\$2,850,000

Source: State Board of Equalization

APPENDIX 3: RETAIL SALES (Continued)

$\frac{\$970,000}{1,853}$ Food store sales = \$ 524 sales per dwelling unit
 Dwelling units

$\frac{\$2,850,000}{1,853}$ Total retail sales = \$1,540 sales per dwelling unit
 Dwelling units

Average sales per California family as reported by Sales Management, Survey of Buying Power, May 1957:

Food \$ 984
 Total \$4,100

If Newark families spend these amounts, then the following percentages of their purchases are made in Newark:

$\frac{524}{984}$ = 53.3% of food sales

$\frac{1,540}{4,100}$ = 37.6% of total sales

Newark Future Sales

With a population of 43,700 and well developed shopping facilities, a higher percentage of purchases by Newark residents can be expected to be made in Newark.

Average annual sales per family in State:

Convenience goods:

Food \$ 984
 Eating and drinking 332
 Gasoline 319
 Drugs 134
 \$1,769

Shopping goods:

General merchandise \$ 485
 Apparel 258
 Furniture, household appliances 260
 Automotive 701
 Lumber, building materials, hardware 254
 \$1,958

Assumed amount spent in Newark by Newark families:

Convenience goods: 90% x \$1,769 = \$1,590
 Shopping goods: 50% x \$1,958 = 980
 \$2,570

\$2,570 per dwelling unit x 12,160 dwelling units =
 \$31,300,000 total retail sales at full development.

Retail Area Required

\$31,300,000
 -5,200,000 sales in commercial service district
 (automotive group, repair shops, etc.)
 \$26,100,000 sales in retail shopping districts

Assume average sales = \$50 per square foot.

$\frac{26,100,000}{50}$ = 522,000 sq.ft.

522,000 sq.ft. x 4 (parking and landscaping area) =
 2,088,000 sq.ft. = 48 acres

Proposed land allocation:

Community shopping district 27 acres
 Neighborhood shopping centers
 (4 @ 6 acres each) 24
 Total retail area = 51 acres

APPENDIX 4: SCHOOL POPULATION FORECAST

A study of school population in single family dwelling neighborhoods in the Bay Area shows wide variations according to the age of the neighborhood. New subdivisions have as many as 1.4 kindergarten through sixth grade students per dwelling unit while areas developed 30 years ago may have as few as .2 students per dwelling. Economy would be achieved by building only as much school capacity as is needed at the time of maximum district enrollment. Basing school construction programs on the high enrollments within a small area built-up at one time would result in overbuilding unless the whole district reaches full development in a very short time.

It is assumed that Newark will be substantially built-up by 1980 and that the period of most rapid growth will be between 1965 and 1975 when population will increase from a total of 15,000 to 35,000. If all of this new population were to live in tract homes with an average of 4.4 persons per dwelling unit as in present subdivisions, then there would be 4,550 new dwellings. 1957 census figures indicate that there are .18 children in each yearly age group per dwelling unit in Newark tracts. If this rate were to remain constant for ten years (1965-1975), by 1980 there would be $4450 \times .18 = 801$ children in each yearly age group between the ages of 5 and 15.

In 1980 there would be 15,000 persons living in homes 20 to 30 years old. Assuming an average of 3.2 persons per dwelling, there would be 4,700 of these "older" homes. Comparison with Oakland census tracts which were developed 25 to 30 years ago indicates that it is reasonable to assume .07 children in each yearly age group per dwelling unit.

$4,700 \times .07 = 329$ children in each yearly age group from "older" homes.
 820 children in each yearly age group from "new" homes.

 1149 children in each yearly group.

Future Peak Enrollment

Grades	Students	Number of Schools	Average Enrollment
K-6 = 7 x 1150	8050	13	620
7-8 = 2 x 1150	2300	3	766
9-12 = 4 x 1150	4600	2	2300

Translating these peak figures into average students per dwelling unit yields:

.67 in grades K-6
 .19 in grades 7-8
 .38 in grades 9-12

Junior college enrollment = $42.5\% \times 2300 = 979$
 according to a formula used by the California State Department of Education (42.5% of last two high school graduating classes).

APPENDIX 5: RECREATION STANDARDS

Source: Guide for Planning Recreation Parks in California, 1956. California Committee on Planning for Recreation, Park Areas and Facilities.

Neighborhood Recreation Center:

Facilities	Center Adjoining Elementary School (area in acres)
Playlot and mothers' area	.25
Play area for elementary school-age children	.35
Nature and science hobby area	.30
Paved area for court games	.50
Field for sports	*
Night lighting (need for acreage depends on design)	- -
Instructional swimming pool	.20
Family picnic and barbecue area	1.50
Parklike area for free play	.50
Neighborhood center building	*
Quiet area	.25
Older people	
Turfed area	.50
Paved area	.10
Building space	.10
Off-street parking	.40
Landscaping: 30 per cent of site in transitional areas and perimeter buffer	<u>1.49</u>
TOTAL	6.44

Community Recreation Park:

Facilities	Recreation Park Adjoining 7-8 or 9-12 School
Playlot and mothers' area	.25
Play area for elementary school-age children	.35
Field for sports	1.00
Paved area for court games	1.35
Concrete slab for skating and dancing	.15
Family and group picnic and barbecue area	3.00
Parklike area for free play	2.00
Area for special events	1.00
Community center building	.75
Regulation swimming pool	.50
Natural area	2.50
Older people's center	
Turfed area	2.00
Paved area	.10
Building space	.10
Off-street parking	1.00
Landscaping: 25 per cent of site in transitional areas and perimeter buffer	<u>4.01</u>
TOTAL	20.06

* Provided by elementary school.

APPENDIX 6: TRAFFIC FORECAST

Assumptions:

- A. Full development of city in accord with General Plan.
- B. Street capacity requirements are determined by one-directional flow during evening peak hour - 4:30 p.m. to 5:30 p.m.
- C. All through traffic will be carried on freeways.
- D. The following kinds of traffic will use the street system during the peak hour, (figures in parentheses indicate trip generation factors based on assumptions E, F, G, H, I, J, M):
 - 1. Trips by Newark residents from places of work in Newark to home, (.32 trips per dwelling unit).
 - 2. Trips by Newark residents from places of work outside Newark to home, (.51 trips per dwelling unit).
 - 3. Trips by persons living outside Newark from place of employment in Newark to home, (3.1 trips per acre of industrial land).
 - 4. Trips by Newark shoppers from Newark shopping districts to home, (.07 trips per dwelling unit).
- E. Each worker generates .75 work to home automobile trips during the peak hour.
- F. Thirty three per cent of Newark population employed; 40 per cent of employees in manufacturing; 85 per cent of manufacturing employees work in Newark.
- G. Uniform employment density of 6 persons per acre in industrial areas.
- H. Community shopping center employs 300 Newark residents and 200 non-residents, exclusive of clerks who would not make a trip during peak hour.
- I. Commercial service district employs 300 non-residents.
- J. Each employment area draws employees equally from all residential areas.
- K. Allowance is made for walking to work where employment area is near a residential area.
- L. Non-resident employees are routed from employment area to nearest freeway interchange with preference being given to Eastshore Freeway because many will live in Fremont.
- M. Shopping trips = 2-1/2 trips per dwelling unit per six day week to the nearest convenience goods center; 15 per cent of these trips will occur during the peak hour.
- N. Derived volumes are increased by 10 per cent to allow for commercial vehicles.

Standards:

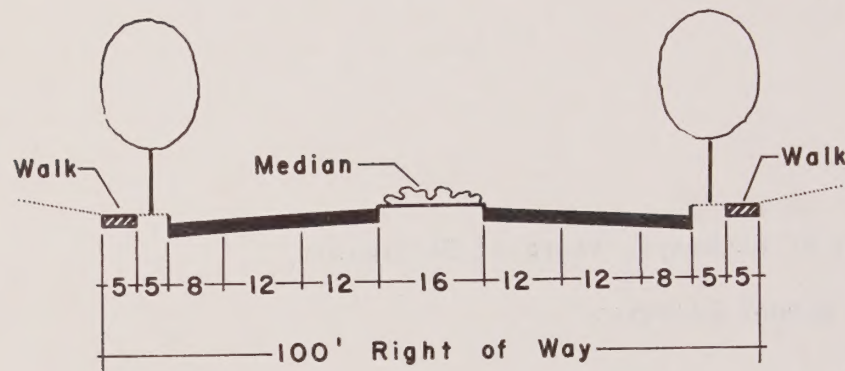
Thoroughfares normally will carry one car per lane per three seconds of green signal time. Practical street capacity is calculated at 500 to 700 cars per lane per hour for general design purposes.

Railroad Grade Separations:

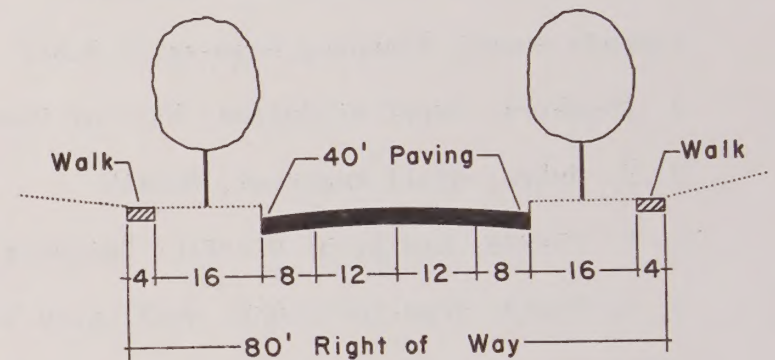
Calculations were made for each crossing using the warrant proposed by the Automotive Safety Foundation in 1952. A grade separation is justified when the average daily traffic times the number of trains exceeds 80,000, with at least 8 trains per day. The Dumbarton-Niles Canyon line averages 24 trains per day and the Oakland-Santa Clara line averages 16 trains.

STREET CROSS SECTIONS

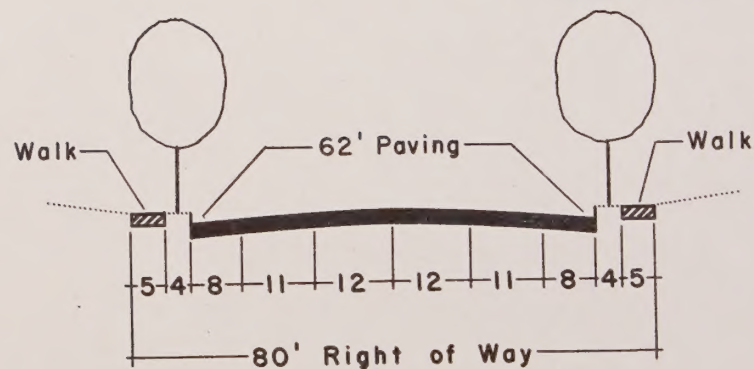
PROPOSED MINIMUM STANDARDS



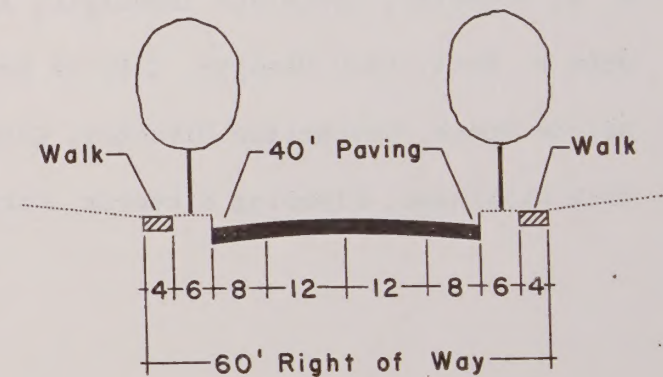
FOUR LANE THOROUGHFARE



TWO LANE THOROUGHFARE OR
COLLECTOR STREET SERVING
MORE THAN 200 DWELLINGS



FOUR LANE THOROUGHFARE



COLLECTOR STREET SERVING
LESS THAN 200 DWELLINGS

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U.C. BERKELEY LIBRARIES



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